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C O N F I D E N T I A L SECTION 01 OF 05 USNATO 02266

E.O. 11652: GDS
TAGS: MARR NATO MPOL
SUBJECT: NATO DEFENSE INITIATIVES - ASSESSMENT OF TASK
FORCE 9 CONSUMER LOGISTICS FINAL REPORT

REFS: A. USNATO 02066 (DTG 281352Z FEB 78); B. USNATO 927
(DTG 271922Z JAN 78)

SUMMARY: THIS MESSAGE PROVIDES OUR ASSESSMENT OF THE RECOM-
MENDATIONS OF TASK FORCE 9, CONSUMER LOGISTICS, FINAL
REPORT WITH CORRIGENDUM (REF A). WE COMPARE TASK FORCE
RECOMMENDATIONS WITH EWG GUIDANCE AND US INPUT AS AN AID TO
DEVELOPING THE US POSITION GOING INTO THE MARCH 21-23 EWG
MEETING. WE HAVE SEGREGATED RECOMMENDATIONS INTO THREE
CATEGORIES ADDRESSED BY THE EWG AT ITS 2 FEB 78 MEETING
(REF B) AND HAVE COMMENTED UPON THE PRIORITIES ASSIGNED BY
TASK FORCE 9. WE HAVE ALSO INDICATED THE ADDITIONAL EFFORT
REQUIRED WHERE FURTHER STUDY OR NEGOTIATIONS ARE NEEDED.
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THE REPORT PROVIDES A SOLID BASIS FOR CORRECTIVE ACTION TO
STRENGTHEN THE NATO LOGISTICS POSTURE. MAIN WEAKNESSES ARE
LACK OF DEPTH IN SOME AREAS DUE TO ABSENCE OF STATED MILI-
TARY REQUIREMENTS AND SOME NATIONAL STOCKAGE DATA, AND A
TENDENCY TO COVER MORE GROUND THAN MAY BE PRACTICAL FOR
NEAR TERM ACTION. CONSIDERING THE ABOVE, THE REPORT COM-
PLIES WITH EWG GUIDANCE AND IS COMPATIBLE WITH US POSITION.

END SUMMARY.

1. REPORT ACTION AREAS. TASK FORCE #9 HAS SELECTED TWO MAIN ACTIONS WHERE IMPROVEMENT IS CONSIDERED "VITAL" ((1) & (2), BELOW), HOWEVER, THE REPORT CONTAINS RECOMMENDATIONS IN FOUR ACTION AREAS WHICH ARE ALL CONSIDERED TO BE "MOST ESSENTIAL":

- (1) HARMONIZATION OF COMMUNICATIONS ZONE;
- (2) WAR RESERVES;
- (3) LOGISTICS STRUCTURE, STAFFING AND TRAINING;
- (4) LOGISTICS MASTER PLAN (LOGMAP).

2. GENERAL ASSESSMENT OF RECOMMENDATIONS.

- A. THE RECOMMENDATIONS CONTAINED IN THE ABOVE ACTION AREAS MEET THE GUIDANCE CONTAINED IN DPC/D(77)27, PARAGRAPH 53 (TASK FORCE #9 REPORT, PAGE 3) EXCEPT FOR CASES IN WHICH MILITARY REQUIREMENTS HAVE NOT BEEN DETERMINED AS FOLLOWS:

- - WAR RESERVES NEEDED PENDING AVAILABILITY OF RESUPPLY;

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- - AN INTEGRATED APPROACH TO THE PREPOSITIONING OF STOCKS.

THE REPORT ADDRESSES CROSS SERVICING OF AIRCRAFT AND OTHER MATERIEL AS APPROPRIATE UNDER THE HARMONIZATION OF COMMUNICATIONS ZONE (ANNEX I, APPENDIX 4 AND ANNEX I, APPENDIX 4, ENCLOSURE 1). TASK FORCE #5, AIR DEFENSE, HAS ALSO ADDRESSED CROSS SERVICING OF AIR DEFENSE AIRCRAFT.

- B. WE BELIEVE THE TASK FORCE 9 REPORT SUPPORTS AND CAN ADVANCE US OBJECTIVES, BUT IN SOME CASES SPECIFIC RECOMMENDATIONS AND COMPLETE COST DATA ARE NOT INCLUDED. THIS OMISSION IS DUE TO THE LACK OF MILITARY REQUIREMENTS IN ACTION AREAS ADDRESSED AND INFORMATION ON WRM (PARTICULARLY IN THE SOUTHERN REGION). THE REPORT PROVIDES A SOLID BASIS FOR CORRECTIVE ACTION TO STRENGTHEN THE NATO LOGISTIC POSTURE BUT MAY COVER MORE GROUND THAN PRACTICAL FOR MID-TERM ACTION.

3. SPECIFIC ASSESSMENT OF RECOMMENDATIONS. OUR MAIN PURPOSE IN THIS ASSESSMENT IS TO ASSIST WASHINGTON IN PREPARING A

GOING-IN POSITION FOR THE 21-23 MARCH REINFORCED EWG MEETING, THOUGH OUR COMMENTS MAY PROVE USEFUL FOR THE 8 MARCH EWG MEETING AS WELL. WE HAVE ADOPTED AS THE MAIN FRAMEWORK FOR THE ASSESSMENT THE CATEGORIES OUTLINED IN REF B. THESE CATEGORIES WERE DISCUSSED, BUT NOT AGREED BY THE EWG ON 2 FEBRUARY. THE EWG FELT, CORRECTLY WE BELIEVE, THAT IT WAS PREMATURE TO DECIDE ON CATEGORIES BEFORE ACTUALLY SEEING THE TASK FORCE FINAL RECOMMENDATIONS. LIKEWISE, WE DO NOT EXPECT THE EWG ON 21-23 MARCH TO PROCEED DIRECTLY TO PLACE RECOMMENDATIONS IN CATEGORIES. HOWEVER, NATIONAL COMMENT

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SHOULD PROBABLY INDICATE GENERALLY WHETHER COUNTRIES FEEL THEY CAN MAKE AN IMMEDIATE, FIRM COMMITMENT (CATEGORY I), WHETHER THEY CAN ENDORSE THE PROPOSAL AS NEEDED AND AGREE THAT DETAILED NEGOTIATIONS SHOULD START (CATEGORY II) OR WHETHER THEY FEEL THAT THE PROPOSAL IS NOT RIPE FOR DECISION AND MORE STUDY IS REQUIRED (CATEGORY III). THESE CATEGORIES SHOULD EMBRACE ALL PROPOSALS, HOWEVER, SOME PROPOSALS MAY STRADDLE TWO CATEGORIES. ACCORDINGLY, AS A USEFUL SHORTHAND INDICATING THE DEGREE OF COMMITMENT WE BELIEVE SHOULD BE SOUGHT, WE HAVE PLACED EACH TASK FORCE 9 RECOMMENDATION IN A CATEGORY OR TWO CATEGORIES, PARTICULARLY WHEN A CONCEPT CAN BE ENDORSED WHILE REQUIRING FURTHER STUDY. FOR PURPOSES OF THIS ASSESSMENT ONLY, THOSE RECOM-

MENDATIONS CLASSIFIED AS MOST ESSENTIAL FOR SUBMISSION TO
MINISTERS AND HEADS OF GOVERNMENT HAVE BEEN CATEGORIZED.

A. CATEGORY I - IMMEDIATE FIRM COMMITMENT.
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HARMONIZATION OF COMMUNICATIONS ZONE

- (CONTAINER HANDLING-AMMUNITION PORT).
- (1) ESTABLISH A PROTOTYPE CAT AND DE LONG PIER FACILITY
ON A TEST BASIS. THIS IS A LOW COST ITEM SUGGESTING THE
EMPLOYMENT OF A US-DE LONG PIER WHICH WOULD OTHERWISE BE
STORED IN THE UK. THE NETHERLANDS GOVERNMENT HAS ALREADY
PROGRAMMED 2 MUNCK-LOADERS WHICH WILL BE MOTHBALLED UNLESS
A PEACETIME USE IS DETERMINED. THEREFORE, THE NETHERLANDS
IS EXPECTED TO PROVIDE STRONG SUPPORT FOR THIS RECOMMENDA-
TION. THE PERMANENT EMPLACEMENT OF A DE LONG PIER COULD
ALLEVIATE THE LACK OF AN ALTERNATE US AMMUNITION PORT FACI-
LITY IN CENTRAL EUROPE.

- (POL)

- (2) IMPLEMENT UPDATED ACE POL IMPROVEMENT PLAN. THIS
PROGRAM WAS COMPLETED 14 MONTHS AGO AND HAS BEEN UPDATED BY
REGION. IT IS NEEDED TO MEET INCREASED POL REQUIREMENTS AND
ENSURE PROPER DISTRIBUTION. ALTHOUGH ITS TOTAL COSTS ARE
RELATIVELY HIGH, A PORTION OF THE COSTS IS ALREADY PROGRAM-
MED AND BY SPREADING THE PROGRAM OVER ELEVEN YEARS (1979-
89) ANNUAL COSTS ARE REDUCED.

WAR RESERVE MATERIEL

- (MUNITIONS)

- (3) ATTAIN 30 DAYS BASIC STOCKS. ALTHOUGH THIS IS AN
OLD COMMITMENT, THE SOUTHERN REGION IS FAR BEHIND THE OTHER
REGIONS, AND THIS PRESENTS THE BIGGEST OBSTACLE TO PROCURE-
MENT OF NATO MUNITIONS STOCKS OF ANY TYPE (NATIONS ARE
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UNWILLING TO PROCURE COMMON STOCKS PRIOR TO PROGRAMMING
30 DAY STOCKS). ITALY IS A SIGNIFICANT PROBLEM, SINCE IT
IS CLEARLY NOT PULLING ITS FULL WEIGHT IN THE SOUTHERN
REGION. ON THE OTHER HAND, NATIONS MUST STILL IDENTIFY
AND PROGRAM SHORTFALLS. WE CONSIDER THE TIME FRAME FOR

ACCOMPLISHMENT OF THIS ACTION WITHIN AS MUCH AS 10 YEARS
IN THE SOUTHERN REGION TO BE UNDESIRABLE. HOWEVER, WE CAN-
NOT EXPECT TO GET THE JOB DONE IN THE SOUTHERN REGION
WITHOUT MASSIVE EXTERNAL ASSISTANCE.

- (4) ESTABLISH NATO COMMAND STOCKS. THIS RECOMMENDATION
HAS THREE PARTS - CENTRAL REGION, ACE-WIDE, AND NAVAL
COMMANDS. A FIRM COMMITMENT IN THE CENTRAL REGION IS POS-
SIBLE PROVIDING THE NATIONS INVOLVED AGREE TO PROGRAM THEIR
30-DAY STOCK SHORTFALLS. HOWEVER, THEY STILL HAVE TO AGREE
ON HOLDINGS AND FUNDING. A US OFFER TO CONTRIBUTE IN KIND
MIGHT ACT AS A CATALYST TO DEVELOP THESE STOCKS TO INCLUDE
LIMITED SACEUR STOCKS (SEE ITEM 5, ENCLOSURE 1, SUPPLEMENT
E, TO TASK FORCE 9 REPORT FOR ADDITIONAL DETAILS). DUE TO
THE ADDITIONAL EFFORT REQUIRED TO DEFINE HOLDINGS AND FUND-
ING THIS PROGRAM QUALIFIES FOR CATEGORY II (ENDORSE), BUT
DUE TO HIGH PRIORITY WE WOULD LIKE A FIRM COMMITMENT TO THE
CONCEPT AS OPPOSED TO ENDORSEMENT.

- (EQUIPMENT)

- (5) ESTABLISH NATO STOCKS OF HIGH PRIORITY WEAPONS.
THIS RECOMMENDATION CAN BE INITIATED WITH A SMALL CONTRIBU-
TION OF SELECTED ANTI-TANK WEAPONS LAUNCHERS. ONCE INITIAL-
ED, WE HOPE FOR EXPANSION LATER.

LOGISTICS STRUCTURE

- (6) ESTABLISH AN ASYG TO COORDINATE AND SUPERVISE CON-

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SUMER LOGISTICS AND RELATED FUNCTIONS. EMPHASIS ON CONSUMER LOGISTICS FROM THE TOP DOWN IS REQUIRED, AND A REALIGNMENT OF ASYG-DS AND ASYG-P&P IS NEEDED IN ORDER TO COORDINATE RELATED LOGISTICS FUNCTIONS. (REFERENCE USNATO 1940 (DTG 241540Z FEB 78.)

- (7) ESTABLISH A DIRECTORATE OF LOGISTICS UNDER ASYG-DS PENDING APPROVAL OF NEW ASYG. THIS IS A DESIRABLE INTERIM AND LONG TERM STEP TO SUPPORT CONSUMER LOGISTICS ACTIONS.

- (8) APPROVE THE ADDITION OF 100 PROFESSIONAL LOGISTICIANS THROUGHOUT NATO STRUCTURE AND INITIATE A MANPOWER ANALYSIS. THE LACK OF ADEQUATE LOGISTIC PLANNING IN NATO IS ONE OF THE MAJOR REASONS FOR LOGISTIC UNREADINESS. COMMITMENT TO INCREASE THE PROFESSIONAL LOGISTICIANS BY 100 REGARDLESS OF POTENTIAL MANPOWER OFFSETS IS ESSENTIAL TO THE IMPLEMENTATION OF 3.A.6 AND 7 AND 3.B.2 AND 10.

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CURRENT NATO POLICY IS THAT THERE WILL BE NO INCREASE IN PERSONNEL. ALTHOUGH THERE IS NO SPECIFIC DISTRIBUTION OF THE 100 SPACES, THEY REPRESENT A MINIMUM REQUIREMENT. SINCE SPECIFIC ALLOCATION OF PERSONNEL SPACES HAS NOT BEEN RECOMMENDED, THIS PROPOSAL COULD FALL IN CATEGORY II.

LOGMAP

- (9) APPROVE IMPLEMENTATION OF LOGMAP AND ASSIGNMENT TO ASYG-DS PENDING CREATION OF NEW ASYG. SHAPE HAS ALREADY DEVELOPED ITS OWN LOGMAP, AND NATO-WIDE ADOPTION WOULD ASSIST IN TRACKING ALL LOGISTICS ACTIONS.

B. CATEGORY II - ENDORSED BY MINISTERS FOR IMMEDIATE NEGOTIATIONS.

HARMONIZATION OF COMMUNICATIONS ZONE

- (1) SANCTION MNCS ACTION TO ESTABLISH LOGISTICS AGREEMENTS. THIS ACTION IS CRUCIAL TO UNDERLINE THE RESPONSIBILITY OF ALLIED COMMANDERS FOR THE COORDINATION OF LOGISTICS SUPPORT AGREEMENTS AND THE PROMOTION OF MULTINATIONAL LOGISTICS COOPERATION. THE SCOPE OF HARMONIZATION IS STILL TO BE DEFINED BY THE MNCS AND NATIONS BY 1979.

- (2) ESTABLISH LOGISTICS COORDINATING AGENCY IN CENTRAL REGION. WE SHOULD SUPPORT THE ESTABLISHMENT OF SUCH AN AGENCY IN THE CENTRAL REGION DUE TO THE LARGE CONCENTRATION OF REINFORCEMENTS DESTINED FOR THIS REGION. THE AGENCY

WOULD BE MANNED AT REDUCED STRENGTH IN PEACETIME AND PERFORM PLANNING FUNCTIONS. THE EXACT POSITIONS AND FACILITIES REQUIRED WILL HAVE TO BE JUSTIFIED BY AFCEC BY 1979-80.

- (3) APPROVE THE PRINCIPLE OF SATISFYING AMMUNITION PORT
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REQUIREMENTS IN EACH REGION. AT THE PRESENT TIME, THERE IS ONLY ONE PORT IN THE CENTRAL REGION THAT CAN ACCEPT A FULL BOATLOAD OF AMMUNITION, AND EVEN THIS REQUIRES A WAIVER OF SAFETY REQUIREMENTS. INCREASED PEACETIME MOVEMENTS NECESSARY TO MEET NEW US CONSUMPTION RATES WILL BE SERIOUSLY CONSTRAINED. OTHER ACTIONS TO ESTABLISH PROTOTYPE OPERATIONS (CONTAINER ANCHORAGE TERMINAL AND AMMUNITION PIER) MAY ALLEVIATE THIS SITUATION, BUT IN THE LONG RUN AMMUNITION PORT REQUIREMENTS MUST BE IDENTIFIED AND CONSTRUCTION UNDERTAKEN. ACTION IS FOR MSC/NATIONS BY 1979-80 (SEE PARA 3A(1), ABOVE).

WAR RESERVE MATERIEL

- (MUNITIONS)

- (4) DISENTANGLE REALLOCATION AUTHORITY. AT THE PRESENT TIME, REALLOCATION AUTHORITY EVEN IN NORTHAG, WHICH IS REGARDED AS THE MODEL, CONTAINS SO MUCH RED TAPE THAT IT IS NOT RESPONSIVE TO THE NEEDS OF THE COMMANDERS. CLEARCUT AND STREAMLINED REALLOCATION PROCEDURES MUST BE ESTABLISHED BY NATIONS AND MNCS/MSCS BY 1979-80.

- (5) EARMARK SELECTED NATIONAL MUNITIONS STOCKS IN CENTRAL REGION. THIS ACTION INVOLVES NO CHANGE OF OWNERSHIP IN PEACETIME BUT PROVIDES MORE FLEXIBILITY TO THE COMMANDERS. THE STOCKS TO BE INCLUDED REMAIN TO BE IDENTIFIED ALONG WITH THE PERCENTAGES FOR EACH STOCK. THE CENTRAL REGION NATIONS SHOULD COMPLETE THEIR AGREEMENTS BY 1978-79.

- (6) ACHIEVE SUFFICIENT AND WELL LOCATED STORAGE FACILITIES. PROGRESS IN THIS AREA HAS BEEN DELAYED BY THE LACK OF

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SUITABLE FORWARD SITES AND CORPS COMMANDERS DO NOT HAVE
READY ACCESS TO 7 DAYS SUSTAINING STOCKS. MNCS AND NATIONS
SHOULD EXPEDITE THE PRESENT PROGRAM FORMULATED IN 1970 AND
IDENTIFY NEW REQUIREMENTS GENERATED BY INCREASED CONSUMP-
TION RATES BY 1979. THIS PROGRAM ACCOMMODATES US DOUBLING
OF IN-THEATRE MUNITIONS STOCKS.

- (EQUIPMENT)

- (7) ENDORSE THE CONCEPT OF STOCKPILING 30 DAYS ATTRITION
STOCKS FOR HEAVY EQUIPMENT. ALTHOUGH THERE HAS BEEN BROAD
AGREEMENT IN THIS AREA, SPECIFIC ITEMS OF EQUIPMENT SUCH
AS TANKS HAVE TO BE MONITORED TO ENSURE THAT A BALANCED
CAPABILITY EXISTS. THE NMAS AND NATIONS SHOULD IDENTIFY
SUCH EQUIPMENT FOR MONITORING BY 1978-79 AND AGREE ON
LEVELS AND TIME PHASING.

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- (POL)

- (8) ACHIEVE MANDATORY HOLDING OF 45 DAYS. THIS CONCEPT
NOT ONLY INCREASES THE FUEL SUPPLY HOLDINGS, BUT TIES THESE
HOLDINGS TO DISPERSED, PROTECTED, OR HARDENED FACILITIES
WHICH MUST BE IDENTIFIED BY THE NATIONS IN THE 1979-80 TIME
FRAME.

- (9) EARMARK CRISIS STOCK. THIS IS A PRECAUTIONARY
ACTION TO AVOID LOW PRIMARY FUEL WAR RESERVES. THE QUANTI-

TIES OF PRIMARY FUELS AND LOCATIONS MUST BE IDENTIFIED BY SACEUR AND NATIONS IN 1978-79 TIME FRAME.

LOGISTICS STRUCTURE

- (10) ENDORSE THE CONCEPT OF A TECHNICAL MANAGEMENT AGENCY. THE OBJECTIVE IS TO IMPROVE AND EMPHASIZE STANDARDIZATION AND INTEROPERABILITY IN ALL ALLIANCE LEVELS INVOLVED IN CONSUMER LOGISTICS. THE SCOPE OF OPERATIONS FOR THIS AGENCY MUST BE IDENTIFIED BY SACEUR BY 1979.

C. CATEGORY III - FURTHER STUDY REQUIRED.

HARMONIZATION OF COMMUNICATIONS ZONE

- (1) STUDY THE NEED FOR LOGISTICS COORDINATING AGENCY IN NORTHERN AND SOUTHERN REGIONS. ALTHOUGH A LOGISTICS COORDINATING AGENCY MAY NOT BE NEEDED IN THESE 2 REGIONS, INCREASED STAFF ELEMENTS FOR THE SPECIFIC FUNCTIONS HAVE BEEN IDENTIFIED IN THE COMMUNICATIONS ZONE ANNEX, I.E., COMMUNICATIONS ZONE AND LOC PLANNING. STUDY TO BE ACCOMPLISHED BY AFSOUTH AND AFNORTH IN THE 1978-79 TIME FRAME.

- (2) STUDY AMMUNITION PORT REQUIREMENTS AND ESTABLISH AS CONFIDENTIAL

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REQUIRED. SAFETY REQUIREMENTS PRECLUDE THE USE OF NORMAL PORTS IN THE SHIPMENT OF AMMUNITION, AND THIS WILL BECOME A SIGNIFICANT PROBLEM IN CRISIS OR WARTIME UNLESS SEPARATE FACILITIES ARE ESTABLISHED. MSCS AND NATIONS MUST DETERMINE THE AMMUNITION PORT REQUIREMENTS IN THE 1979-80 TIME FRAME, AND ACTION MUST BE TAKEN TO ENSURE THESE REQUIREMENTS ARE SATISFIED (SEE PARA 3.B.(3), ABOVE).

WAR RESERVE MATERIEL

- (MUNITIONS)

- (3) STUDY STOCK PRODUCTION BASE POSTURE. THIS IS A DIFFICULT UNDERTAKING REQUIRING THE COMPLETE COOPERATION OF ALL NATIONS IN ORDER TO OBTAIN THE BALANCED STOCK PRODUCTION BASE PICTURE. ACTION TO BE TAKEN BY NMA/CNAD/SNLC/SCEPC BY 1978-79.

- (EQUIPMENT)

- (4) ESTABLISH 30 DAY ATTRITION STOCKS FOR SELECTED EQUIPMENT. NMAS AND NATIONS TO IDENTIFY SELECTED EQUIPMENT BY 1978-79 (SEE PARA 3.B.(7), ABOVE).

- (5) STUDY PRODUCTION ARRANGEMENTS WITH INDUSTRIAL MOBILI-

ZATION PLANNING. THIS MAJOR STUDY IS TO BE UNDERTAKEN BY NMCS/MSCS IN 1978.

- (POL)

- (6) ESTABLISH OIL SHARING POLICY. ESTABLISH OIL SHARING POLICY TO ENSURE THE MOST EFFECTIVE AND EFFICIENT USE OF

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OIL RESERVES FOR MUTUAL DEFENSE. TO BE UNDERTAKEN BY THE NATIONS IN 1978-80 TIME FRAME.

LOGISTICS STRUCTURE

- (7) STUDY ACTIVATION OF LOGISTICS TECHNICAL MANAGEMENT AGENCY. SACEUR TO IDENTIFY SCOPE OF OPERATIONS IN 1979. (SEE PARA 3.B.(L0), ABOVE).

- (8) ESTABLISH TRAINING PROGRAM. INITIALLY, ESTABLISH AN EXERCISE PLANNING GROUP CONSISTING OF IS/IMS/MNCS IN THE 1979-80 TIME FRAME.

4. TASK FORCE 9 HAS CONSIDERED ALL OF ITS RECOMMENDATIONS AS FALLING WITHIN A NARROW RANGE OF HIGH PRIORITY. THERE IS A TOTAL OF 86 RECOMMENDATIONS CONTAINED IN SUPPLEMENT C,

WHICH SHOULD BE MONITORED BY THE SENIOR NATO LOGISTICIANS
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CONFERENCE (SNLC). WE HAVE ANALYZED ONLY THOSE RECOMMENDATIONS SELECTED BY THE TASK FORCE FOR MINISTERIAL CONSIDERATION, BUT HAVE NOT ATTEMPTED TO RANK ORDER THESE RECOMMENDATIONS. THE TASK FORCE GIVES HIGHEST PRIORITY TO "HARMONIZATION OF THE COMMUNICATIONS ZONE" AND "WAR RESERVE MATERIEL". HOWEVER, PROPOSALS IN OTHER AREAS, FOR EXAMPLE, STRENGTHENING OF NATO LOGISTICS PLANNING CAPABILITY, MUST BE ACCOMPLISHED TO ACHIEVE SIGNIFICANT AND BALANCED IMPROVEMENT IN NATO LOGISTICS READINESS.
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